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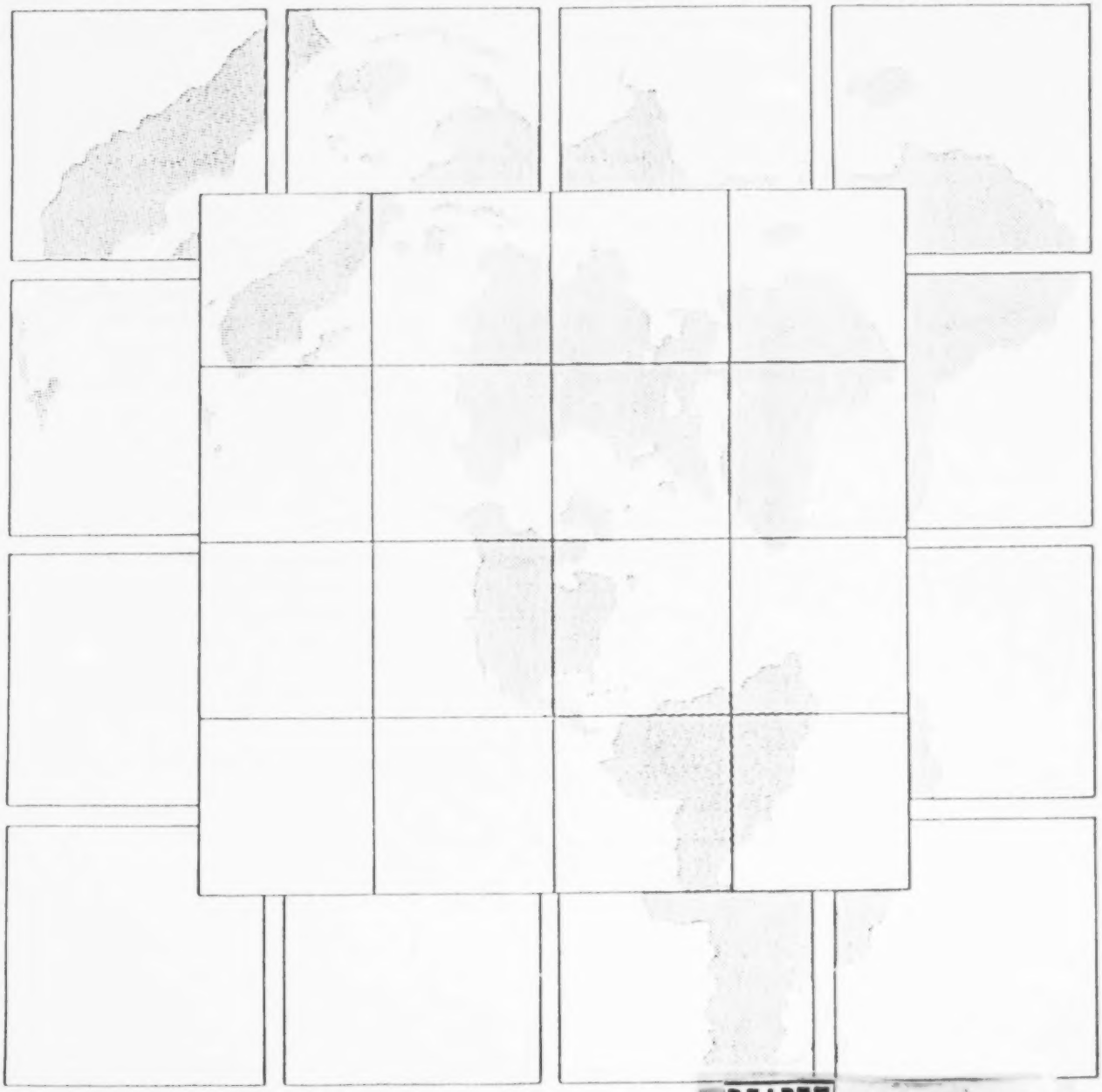

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FOREIGN LABOR TRENDS REPORT

INDIA

1989-90

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KEY LABOR INDICATORS

		1988	1989	% change
1.	Per cap. GNP, current prices (US$)	331.1	321.3	-3.0
2.	--- GNP, constant 1980-81 prices	149.7	161.9	8.1
			1990	
3.	Population, total (millions)(est.)	801	835	4.2
4.	---, major ethnic groups (%)			
	Indo-Aryan	72	-	-
	Dravidian	25	-	-
	Mongoloid and other	3	-	-
		1987	**1989**	
5.	---, in major urban areas (millions)	192	208	8.3
6.	Birth rate (per thousand population)	31	31.3	-
7.	In-migration by nationality	n/a	-	-
8.	Out-migration by destination (000)	**1988**		
	Saudi Arabia	85.3	49.7	-41.7
	U.A.E.	34.0	26.2	-22.9
	Oman	18.7	16.6	-11.2
	Kuwait	9.7	5.7	-41.2
	United States	8.4	n/a	-
	Bahrain	4.3	8.5	97.7
	Iraq	n/a	5.1	-
9.	Life expectancy at birth, total	58.6	n/a	-
10.	---, male	58.1	n/a	-
11.	---, female	59.1	n/a	-
12.	Adult literacy rate (%)(1986)	39.5	n/a	-
			1990	
13.	Labor force, civilian, total (millions)	319	345	8.1
14.	---, male (millions)	n/a	248	-
15.	---, female (millions)	n/a	97	-
16.	Employment, civilian, total (modern sector)(millions)	24.7	26.0[1]	-
17.	---, in industry (millions)	12.99	n/a	-
18.	---, in agriculture (millions)	1.35	n/a	-
19.	---, in services (millions)	11.36	n/a	-
			1989	
20.	Unemployment rate (%)	10[2]	20[3]	-
21.	Underemployment rate (%)	n/a	-	-
22.	Labor productivity, manufacturing	n/a	-	-
		1986	**1987**	
23.	Work-related accidents and illnesses (000)	181.2	151.8	-16.2
24.	Percent work time lost from industrial disputes	n/a	-	-
		1988	**1989**	
	Days lost from industrial disputes (millions)	33.95	15.15	-55.4
25.	Minimum wage rate, factory workers (Delhi)($ per month)			
	Unskilled	47	47	0
	Skilled	63	63	0
	Semi-skilled	53	53	0

KEY LABOR INDICATORS

				% change
26.	Average weekly earnings by major industry (rupees)[4]	1984	1985	
	Textiles	181	163	-10
	Wood products	140	140	0
	Paper products	189	206	9.0
	Leather products	126	127	0.8
	Petroleum products	182	180	-1.1
	Chemical products	197	170	-13.7
27.	---, by major occupation (US$)	n/a	-	-
		1987	1988	
28.	Supplementary benefits as % of manufacturing earnings	40	40	0
29.	Average hours worked per week	48	-	-
30.	Unionization of labor (%)(1985)	24	n/a	-
31.	Average personal income per year at current prices (US$)	n/a	-	-
32.	Average disposable income after taxes and mandatory withholding	n/a	-	-
		1983/4	1987/8	
33.	Percent of population beneath poverty level	37.4	29.2	-21.9
		1988	1989	
34.	Rate of change in consumer prices (%)	9.2[5]	9.5[6]	3.3

n/a = not available

Sources: *Pocket Book of Labor Statistics; Economic Trends Report*, U.S. Embassy, New Delhi; Economic and Political Weekly.

ENDNOTES

1. Provisional figure.

2. *World Factbook, 1989*

3. *World Factbook, 1990* (estimate)

4. Workers learning less than Rs. 1600/month.

5. Embassy estimate.

6. *World Factbook, 1990*

INTRODUCTION

This report covers the period mid-1989 to mid-1990. The principal political development in this interval was the election of a new, "National Front" government in November 1989. That government took office with a platform more sympathetic perhaps to the trade union cause than any other in the past 20 years. The Government either introduced bills or sponsored studies aimed at promoting legislative reform in several areas of major significance to labor. At the reporting period's end, however, little had come of these reform efforts, and the government's own political future was caught up in political controversy that threatened to bring it down. (The National Front Government lost a subsequent confidence vote in Parliament in November 1990 and resigned.)

Neither India's nor the trade union movement's economic situation improved in the 12 months under review. To the contrary, the beginning of the Persian Gulf crisis in early August 1990 posed fresh balance-of-payments problems for a country highly dependent on imported oil, while a stream of Indian migrant workers was compelled to flee the affected area. Few of those who returned to India were able to bring their savings with them, and even those with acquired skills faced the prospect of an extended period of unemployment.

The labor movement's traditional internal divisions continued unchanged. The subordination or, at least, linkage of most of the major trade union centrals to political parties perpetuated the movement's overall institutional weakness. Whatever growth did occur in trade union ranks generally involved switched allegiances from one competing union to another, with no overall expansion in the number of organized workers in the modern sector. Rural and other unorganized workers continued to fare even less well, with few unions to represent them and most state and national legislation enacted in their behalf proving difficult to enforce.

GENERAL CONTEXT

Political

Led by V.P. Singh, a "National Front Government" (NFG) was elected and took office in November 1989. The NFG broke the dominance of the Congress party which, except for the period 1977-79, had governed India since independence.

The constituent units that formed the National Front were the Dravida Munnetra Kazhagam (DMK-the regional governing party in Tamil Nadu state), V.P. Singh's Janata Dal, Congress(S), Telugu Desam (an Andhra Pradesh state regional party), and Assam state's governing Assam Gana Parishad (AGP) regional party. The NFG also received support in Parliament from India's two Communist parties--the "traditional" CPI and the "Marxist" CPI(M)--and from the rightist Bharatiya Janata Party (BJP).

Despite several changes of government, laws passed prior to independence continue to guide industrial relations in India. In its campaign manifesto, the National Front promised to enact far-reaching changes in labor related matters. On assuming office, the NFG took steps to reduce the number of unions competing in the workplace; base collective bargaining recognition on secret ballot elections; introduce worker participation in management; rationalize and simplify existing labor law; extend social security coverage to include workers in the unorganized sector; and assure equal employment opportunity for workers in all segments of society. The National Front's manifesto also promised a rational wage policy and making a worker's right to hold a job ("Right to Work") a constitutional guarantee.

To further its objectives in the area, in January 1990 Indian Government authorities convened an international conference on worker participation in management. The conference's conclusions and recommendations were incorporated in a "Participation of Workers in Management Bill" which was

introduced in the February-March 1990 session of Parliament. The Government also established a commission to frame a new industrial relations bill. In early August, the Government advanced a proposal for promoting "equal opportunity" in the workplace by reserving a set percentage of government and public sector jobs for "backward classes" (see discussion under "Important Issues"). Several programs were begun to help unorganized urban and rural workers.

Economic

Programs to combat poverty have achieved only marginal success, as rapid population growth continues to hamper efforts to raise per capita living standards. As defined by the World Bank, 35 percent of India's population lies below the poverty line. The World Bank projects that, if the rate of population growth is unchecked, India will have over one billion people by the year 2000.

According to Embassy estimates, real gross national product (GNP) growth in 1989/90 declined from the previous year's 9.8 percent to 4 percent, largely due to near flat food grain production and a slowdown in industrial output. The August 1990 Persian Gulf crisis was a further aggravating factor.

The new government continued to focus development efforts on rural areas, where over 70 percent of the population lives. India's Eighth Five Year Plan (1990-95) aims at 5.5 percent average annual real growth, with 3 percent annual growth in employment. These goals face formidable obstacles, however, from continuing two percent-plus annual population growth, power shortages, infrastructure bottlenecks, regional disparities, and a seemingly intractable budget deficit. Average inflation in 1989/90 was 7.2 percent, compared to 5.7 percent the previous year. Excess liquidity could lead to double digit inflation in 1990.

India imposes many quantitative restrictions, and its tariffs remain among the highest in the world. The Planning Commission and some government Ministers have recommended gradual reductions of controls to encourage Indian industries to become competitive. In 1990, the Government began simplifying industrial licensing procedures and allowed more flexibility in the use of industrial capacity. A 3-year (1990-93) import-export policy expanded the Open General License imports list by including more capital goods. A new industrial policy proposed to continue the economic liberalization of the previous administration and, by providing increased investment opportunities to non-resident Indians and multinationals, to stimulate Indian industry to become more export oriented.

Indo-U.S. bilateral trade increased marginally from $5.7 billion to $5.8 billion in 1989. India's balance of payments remained under serious pressure, with some slackening of export growth apparent and a reduction in unrequited remittances. Foreign exchange reserves declined from $4.959 billion (equivalent to 2.5 months' imports) in early 1989 to a critically low $4.115 billion (equivalent to 1.9 months' imports) 1 year later. (Aggravated by the August Gulf crisis, India's trade deficit is likely to worsen.) In addition, tourism earnings suffered a drop due to severe unrest in Kashmir.

LABOR

India has one of the largest work forces in the world. As over 70 percent of India's estimated 835 million people live in rural areas, most of the 345 million-person work force is found in agriculture. Government-sponsored employment generation programs (see Appendix VIII) accordingly concentrate there, and no significant employment avenues have been identified in the industrial sector. Government planners propose to augment the 650 billion rupees reserved for employment-generating programs in the 5 years covered by the Eighth Plan by an additional 130 billion rupees annually. This concentrated investment arises from the fact that growth proposed in the Eighth Plan, as originally drafted, will provide jobs for only 17 percent of the unemployed labor force (which is estimated to number some 40 million), and special programs will be needed if the job market is to be expanded beyond this level.

The growing number of educated job seekers has been a particularly acute problem. By late 1989, the number of such individuals who had registered at official government Employment Exchanges was some 32.7 million, a 9.1 percent increase over 1988. At that time, "educated" job seekers (defined as those with a tenth grade education and above) numbered 16.7 million, while the "uneducated" (those with less than a tenth grade education and illiterates) numbered 13.4 million (Appendix I). The Eighth Five-Year Plan aims at achieving full employment by the year 2000.

Provisional data on employment of women in the modern sector show growth of 3.4 percent during 1988-89, as the number of women employees increased from 3.44 million in March 1988 to 3.55 million a year later. Public sector employment expanded by 3.9 percent, while in the private sector this figure was 2.6 percent. To expand employment opportunities in urban areas, the Rajiv Gandhi government introduced a new program (called the Nehru Rozgar Yojana) in early 1989. One year later, some 1.7 million new jobs (of the 3.3 million targeted) had been created.

INDUSTRIAL RELATIONS

Figures indicate that the number of industrial relations disputes has been declining since 1985. Provisional figures for 1989 show that 1,020 strikes and lockouts took place, resulting in a loss of 15.18 million person days. (See Appendix IX for figures on numbers of workers involved and person days lost between 1985-89.) Strikes and lockouts in India usually arise over new contract disputes, non-payment of bonuses during holiday season, inter and intra-union rivalries, and (most important of all) delay or non-implementation of wage accords. The states of West Bengal, Maharashtra, Tamil Nadu, and Andhra Pradesh account for 70 percent or more of lost person days.

In the last few years, person days lost to lockouts have increased considerably as compared to those lost to strikes. This is because plant closure is a legally cumbersome and time-consuming process in India. Owners sometimes disguise plant closure with an "indefinite" lockout. In West Bengal, economic losses suffered by jute and engineering firms have led to an increasing number of lockouts and closures. Composite textile mills in many states face a serious threat from smaller-scale powerlooms operating largely as a cottage industry. According to one estimate, about 300,000 small-scale powerlooms are operating in the states of Maharashtra, Gujarat, Tamil Nadu, and Madhya Pradesh.

The year ended also saw a number of work-to-rule and slowdown actions by both public and private sector white collar workers. Areas affected included medical institutions, hospitals, banks, the telecommunications industry, municipal employees and employees of other government departments, university teaching staff, lawyers, and other professionals.

IMPORTANT ISSUES

Worker Participation in Management

Shortly after the new government took office, it organized a national seminar on Labor Participation in Management (January 1990). The seminar was attended by representatives of trade unions, employers, academia, and experts in the field from India and abroad. The seminar's conclusions and recommendations were incorporated in a "Participation of Workers in Management Bill, 1990" introduced in the February/March 1990 session of Parliament. The Bill envisioned the establishment of one or more joint labor-management councils at each of several levels, with equal representation from both sides.

New Industrial Relations Bill

Current discussion concerning the adoption of a "New Industrial Relations Bill" can be traced to the Janata Party Government (1977-79), which was unable to pass such legislation in the face of strong resistance from

trade union organizations and Congress(I), the then major opposition party in Parliament. A Congress(I) government in May 1988 introduced a "Trade Unions and Industrial Disputes Amendment Bill, 1988." Because of continuing trade union opposition, the National Front Government withdrew the Bill when it took office, promising to approach the issue from a new angle. An Indian Labor Conference held in April recommended comprehensive legislation to replace the pre-independence Indian Trade Union Act of 1927 and the Industrial Disputes Act of 1947. The Conference's proposal intended to address issues such as worker representation at various levels, secret collective bargaining agent elections, the curbing of outside leadership[1] in unions, restricting the proliferation of unions within the same enterprise, mechanisms for settling industrial disputes, voluntary arbitration (as practiced in the United States), strike voting, rules governing retrenchment, lockouts and closures, and penalty for non-payment by employers of worker dues.

Unorganized Sectors

Rural unorganized labor constitutes the single largest segment of the work force. To protect the real wages of workers in this sector, various Indian state governments have established minimum wages, revising these figures from time to time. In an effort to help organize rural workers, the central government has appointed some 1,500 Honorary Rural Organizers tasked with acquainting these workers with laws enacted in their behalf and motivating them to organize themselves into cooperatives.

Unorganized workers in the urban sector include those in construction (employing more than three million workers), menial part time labor, the beedi (country cigar) industry, slate industry, and workers in small-scale industries such as brick kilns, match factories, glass, and other cottage type small units. A number of laws have been adopted to protect these workers from exploitation. The Contract Labor (Regulation) Act, 1970, regulates employment of contract labor and provides for its abolition in certain circumstances (e.g., iron ore, chromite, and coal mines, coal washeries, and railways). Most contract laborer jobs have been regularized, and various social security programs enacted. The National Front Government introduced a "Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Bill" in Parliament to protect the rights of the large number of unorganized workers in this sector.

Job Reservation

One of the National Front Government's most controversial election promises had to do with "reserving" a set portion of Union Government and public sector undertaking jobs for a category of the population known as "other backward castes." These groups come above the "Scheduled Castes" (untouchables) and "Scheduled Tribes" at the bottom of India's socio-economic ladder. Under previous law, members of Scheduled Castes and Scheduled Tribes have had 22.5 percent of government and public sector jobs reserved for them. The National Front Government's proposal involved reserving an additional 27 percent of such jobs for other backward caste members. The reservation issue triggered widespread demonstrations and violence among urban "forward caste" youths, who saw their prospects for prized government jobs endangered. A Supreme Court stay order prevented the plan from being implemented, pending Court study of its legality.

Bonded Labor

The Bonded Labor System (Abolition) Act abolished bonded labor in India in 1976. The Act provided for the release of all affected laborers from their bondage. Responsibility for implementing worker release was vested in the state governments. The total number of bonded laborers officially identified and freed by state

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[1]Indian labor law does not prohibit individuals without links to a given occupation or union from holding office in that organization. Several important Indian labor leaders hold office in unions in which they never were members, and in whose fields of jurisdiction they never worked.

government authorities as of March 1990 was 245,636, out of which 218,028 had been "rehabilitated" (i.e. freed from the domination of landlords and moneylenders, and provided assistance and training so as to permit them to work as free laborers). The Seventh Five-Year Plan (1985-90) included a 150 million rupee outlay for additional rehabilitation.

Women and Child Labor

Large numbers of women and children participate in the labor force. Most are unskilled, low paid, and work in unsafe or unhealthy settings in the unorganized sector. Two Labor Ministry units, one for women and another for children, attempt to address the problems of these groups. A Deputy Minister of Women and Child Development in the Welfare Ministry is responsible for programs involving vocational training, creches, child care, health education, self-employment, and other socio-economic activities.

According to the 1981 census, women constitute 20.2 percent of the total work force. The percentage of women employed in the work force's modern sector has been growing. Provisional data available to the Ministry of Labor indicate that, from March 1988 to March 1989, the number of women employees grew from 3.44 million to 3.55 million, an increase of 3.4 percent.

Some 150 registered women's organizations operate in different parts of the country. In addition, trade unions have established women's affiliates that work to promote social justice for women as well as their socio-economic uplift. International organizations offer financial aid to women's groups to conduct educational courses. These voluntary organizations seek to inform disadvantaged women of their rights, resolve family and marriage disputes, run creches, operate hostels for working women, create job opportunities, and provide vocational training.

In June 1990, the Government introduced a bill in Parliament to create a National Commission for Women. As approved by Parliament in its August session, the Commission's objective is to monitor implementation of all Acts framed "to protect the rights of women so as to enable them to achieve equality in all spheres of life and equal participation in the development of the nation."

Exploitation of child labor persists because the poor often have no alternative but to put their children on the labor market. The Government seeks to ban employment of children under 14 in factories, mines, and other hazardous places. To this end, the 1986 Child Labor (Prohibition and Regulation) Act regulates employment and working conditions of children. Despite this legislation, child labor continues to be exploited in several industries (listed below), where an estimated 17 million children from age 5 to 14 are employed.

In conjunction with voluntary organizations, the Labor Ministry's Child Labor unit supports programs to provide non-formal education, supplementary nutrition, health care, and vocational/skill training to child laborers. Beginning in 1987, the Government has targeted specific industries for special attention. Children no longer are permitted to work in the match and fireworks factory in Sivakasi, Tamil Nadu; the precious stone polishing units in Rajasthan; the pencil and slate making industries of Madhya Pradesh; or in the handmade carpet, glass, lock making, and brassware industries of Uttar Pradesh. To prevent further exploitation, other Ministry programs have been initiated that focus on pre-occupational training and education for children working in rural and agricultural occupations; formal and informal education, health care, and nutrition for urban children working in automobile repair workshops, tea shops, or as domestic servants; and training of children in various skills who are able to work at home instead of in outside factories.

Economically "Sick" Businesses

"Sick" enterprises are business concerns that have run into economic/financial difficulty. The causes of poor economic performance include shortage/non-receipt of working capital, an absence of well defined or regular markets, management deficiencies, faulty initial planning, chronic power shortages, competition from bigger units, delayed payment of bills, technological backwardness, a shortage of critical inputs, and (occasionally) labor trouble. Industry sickness can lead to lay-offs, retrenchment, and lockouts. Closing such units is a political problem, as closure adds to the already large number of unemployed in the country. The Government has enacted several measures to improve the health of such units. The Sick Industrial Companies (Special Provisions) Act, 1985 aimed at early detection of companies not economically practicable and provided for measures to make them profitable. The Industrial Reconstruction Bank of India, set up that same year, is supposed to strengthen the government's monitoring system. Assisting the Bank with independent analyses, a separate Board for Industrial and Financial Reconstruction looks into the problems of such enterprises and forwards its conclusions to the Bank for action. Nevertheless, according to government figures, as of June 1988 some 19.8 billion rupees were invested in "sick" small scale sector companies. This represented an increase to 217,436 such uneconomical units over the 158,226 registered the previous year.

Right To Work

The National Front Government came to office with a campaign pledge to make the "Right to Work" (i.e. the right of a worker to have a job) a fundamental right guaranteed by a constitutional amendment. The labor movement put pressure on the government to honor this controversial promise, which critics charged was an unattainable pledge in view of India's staggering unemployment. Real full employment, critics said, could only come after the necessary infrastructure has been created and the economy having grown at a much faster rate than in the past.

In introducing the government's "right to work" Constitutional Amendment Bill, the Labor Minister said implementation would cost approximately 130 billion rupees. He said the task, though challenging, was not impossible to accomplish. Keeping in mind the scarce resources available, government spokesmen proposed absorbing maximum numbers of unskilled workers in employment-generating programs targeted at the poorer sections of society and postponed implementing the amendment.

Emigration

The oil boom and consequent expansion of economic activity in the Persian Gulf stimulated a significant outflow of Indian emigrants: an estimated 1.2 million, prior to Iraq's August 1990 invasion of Kuwait. To safeguard the interests of potential migrants, the Indian Government in 1983 passed an "Emigration Act" to protect these laborers from unscrupulous recruiting agents. The migrants' foreign exchange remittances have served both to improve the quality of life of their families and to advance India's national development. Of total Indian emigrant remittances of 35.33 billion rupees (early 1987-early 1988), remittances from Gulf countries accounted for 40 percent (i.e. around 14.13 billion rupees).

White collar militancy

White collar workers have established unions in public sector enterprises, banks, state government offices, academic institutions, and among professionals such as teachers, doctors, engineers, nurses, and lawyers. These unions have been among the most militant in India. In 1989, months-long strikes closed university colleges, courts, hospitals, and other institutions in several parts of the country.

TRADE UNIONS

There are some 46,000 registered unions in the country, of which 6,500 (representing 6.1 million workers) are affiliated to national trade union centrals (see Appendix V for details). Six such centrals, most of which have ties to political parties, play a significant role in the trade union movement. A number of "independent" unions also exist, however, and they have grown at a faster rate than their politically oriented competitors.

Ideological identification notwithstanding, trade union militancy has declined in recent years. This has been particularly true in West Bengal (Calcutta) and Maharashtra (Bombay), states where traditionally it had been high. Declining militancy has been accompanied by an increasing willingness among the national centrals to set ideological differences aside and work together on common issues. A "National Campaign Committee," formed in 1981, has functioned as a joint forum in which most of the centrals (INTUC being the only exception) participate. The six largest centrals are:

1. The Indian National Trade Union Congress (INTUC) is the largest trade union central, with a claimed membership (1989) of 5.5 million. INTUC's historic links with the Congress(I) party and its size have won it majority representation in all national labor forums. INTUC is affiliated to the International Confederation of Free Trade Unions (ICFTU), and its leaders are active in international labor conferences and events.

2. The Bharatiya Mazdoor Sangh (BMS) is loosely affiliated with the Hindu-oriented, popular mass movement "Rashtriya Swayamsevak Sangh" (RSS), but has no formal ties with it or with the RSS-linked Bharatiya Janata Party. BMS officers, most of whom are RSS members, come from the rank and file. The BMS constitution does not permit trade union offices to be held concurrently with party or publicly elected positions. The BMS has grown considerably in the last few years, moving from India's seventh largest central (before 1980) to second position.

3. The Hind Mazdoor Sabha (HMS) is the major trade union force in such important areas as railways, ports and docks, engineering, and the steel industry. It is affiliated to the ICFTU. Both INTUC and HMS work closely with the AFL-CIO. Although HMS leaders come largely from a socialist background, they also include individuals identifying with other parties--Janata Dal (the socialist group), Congress(I), and the Bharatiya Janata Party. This central's trade union effectiveness has been adversely affected by internal tensions (and occasional splits) caused by differences over important political issues. Several HMS executive committee members have concurrently served as Cabinet-rank ministers.

4. The All India Trade Union Congress (AITUC) is India's oldest trade union central. It is strongly represented in the banking, insurance, waterfront, steel, engineering, jute, post and telegraph, and telecommunications sectors. AITUC is affiliated to the Communist Party of India (CPI) and the Communist-dominated World Federation of Trade Unions (WFTU), on whose executive committee a number of AITUC members serve. The AITUC has taken pro-Soviet positions on international issues.

5. The Center of Indian Trade Unions (CITU) is the trade union branch of the Communist Party of India Marxist (CPI-M). It is strong in the states of West Bengal and Kerala, with pockets of strength in the northeast, Rajasthan, and Uttar Pradesh. Although CITU is not affiliated internationally, it often appears to follow pro-Chinese foreign policy lines. Like AITUC, CITU is well represented among white collar employees in banking, insurance, post and telegraph, and telecommunications sectors.

Neither AITUC nor CITU participated in the last (1980) membership verification process. However, both agreed to participate in the verification exercise slated to take place late in 1990.

6. The National Labor Organization (NLO) is found only in the state of Gujarat. Founded by Mahatma Gandhi, the Textile Labor Association (TLA) is the NLO's largest affiliate. As the Gujarat textile industry is in economic decline, membership figures for the TLA and NLO also are declining. The NLO is not recognized by the Government as a national union, but it is accorded observer status on most national labor bodies. Although not formally affiliated with the ICFTU, the NLO traditionally has close relations with it, as well as with other international non-communist bodies.

INTERNATIONAL LABOR ORGANIZATIONS IN INDIA

International Labor Organization (ILO)

The ILO provides financial and technical assistance to the Indian Government, employers, and trade union organizations for developmental activities. These activities concentrate on education and training, occupational safety and health, family welfare, rural development, the improvement of industrial training institutes, and support for women entrepreneurs and other programs oriented toward women and child laborers. Its projects are spread throughout the country. Development agencies in the Federal Republic of Germany, Sweden, Denmark, Finland, and the Netherlands, as well as the United Nations Development Program and several UN agencies, help fund ILO programs.

International Confederation of Free Trade Unions (ICFTU)

In 1988, the ICFTU shifted its Asian and Pacific Regional Organization (APRO) headquarters from India to Singapore. ICFTU retains a liaison office in New Delhi to handle ongoing educational programs.

Friedrich Ebert Stiftung (FES)

Sponsored by the Federal Republic of Germany's Social Democratic Party, the FES funds a number of trade union programs in India. Like the ILO, the FES focuses on projects involving occupational safety, the environment, women's issues, education, and training.

Asian American Free Labor Institute (AAFLI)

In January 1990, AFL-CIO regional institute AAFLI conducted a 5-day program in New Delhi on "Trade Unions in a Democratic Society." Some 30 senior labor leaders from ICFTU affiliates INTUC and HMS participated.

South Asian Regional Trade Union Council (SARTUC)

Democratic trade union organizations from the member countries of SAARC - Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, and Sri Lanka - formed the "South Asian Regional Trade Union Council" in January 1988. Although SARTUC met twice in the past 2 years, few concrete programs have emerged since its formation. The President of SARTUC is Mr. S. Thondaman (President of the Ceylon Workers' Congress), and its General Secretary is INTUC General Secretary Gopeshwar.

World Federation of Trade Unions (WFTU)

The communist WFTU has started publishing an English-language, New Delhi edition of its weekly organ "Flashes." Several AITUC officers have concurrently served in WFTU executive board positions.

EMBASSY LABOR PROGRAMS

Information Programs

The Embassy Labor Office's monthly publication "American Labour News" continues to be the main source of information about labor-related developments in the United States for a large Indian labor-management audience. It's regular readership is 3,500 (down from 30,000), a number determined by budget constraints. The Embassy answers questions and services requests for labor-related materials from Indian Government officials, trade union organizations, and employers federations. In addition to advising prospective U.S. investors on prevailing labor conditions in India, the Labor Attache and FSN Labor Advisor routinely present papers or speak on U.S. industrial relations practices and issues at meetings of academic and professional organizations.

Exchange Visitor Programs

During the past year, AID and USIS-funded labor study programs took seven participants to the United States. Another 11 enrolled in Bureau of Labor Statistics courses designed for international students. Participants included senior Labor Ministry officials, employer representatives, officials of management institutions, and senior labor leaders. Mr. Charles Spring (of the U.S. Labor Department's Bureau of Labor-Management Cooperative Programs) visited India for 3 weeks in February 1990 under the USIS "AmPart" program.

Industrial Safety and Health Development (ISHD) Project

The Labor Section coordinates with the Ministry of Labor and its allied agencies and USAID in implementing this project. Among other elements, the project provides for an initial training visit to the United States by a 15-member Indian delegation comprised of representatives from trade union organizations, chemical manufacturers organizations, and Labor Ministry representatives.

REGIONAL REVIEWS

Southern Region (American Consulate Madras)

This region covers the four states of Andra Pradesh, Tamil Nadu, Kerala, and Karnataka. The governing party in Tamil Nadu is the regional Dravida Munetra Kazhagam (DMK). Andhra Pradesh and Karnataka are governed by the Congress(I) party. In Kerala, a Left Democratic Front (LDF), led by the Communist Party of India (Marxist), has formed the government.

The four states are host to major public sector enterprises, as well as large-scale private sector and multinational companies. Total modern sector employment is 6.3 million, which represents 25 percent of those so employed nationally. Few major strikes or lockouts occurred in the South during the year. Total person days lost in 1988 were 6.6 million (compared to 34 million person days lost nationally). The most significant events involved a 2-month lockout at TVS-Suzuki (a motor bike manufacturer in Hosur, Tamil Nadu), closure of the Standard Motor Company (a car manufacturer in Madras), and a 10-day strike by Indian Oil Corporation Marketing Division employees. In addition, wildcat strikes took place in several transport companies, ports, and colleges. Labor disturbances at the state-owned Singareni Collieries in Andhra Pradesh adversely affected coal production and distribution.

Compared to the previous year, industrial relations in Andhra Pradesh deteriorated in 1989. Although no major stoppages occurred, a total of 2,135 industrial disputes were registered. Karnataka by contrast was relatively free from major disturbances, with only a few strikes in ports and medium and small business units reported. In Kerala, the Marxist Center of Indian Trade Unions (CITU) benefits from the dominant role of the Communist Party of India (Marxist) in the LDF Government. Kerala's highly labor-intensive industries (cashew nuts, coir, and handloom rugs and fabrics) are traditional CITU strongholds. Industrial relations in Kerala's few large industries generally have been calm. Strikes and rallies were common, however, in shops, restaurants, and other small establishments.

Kerala traditionally has received significant sums as remittances from migrant workers employed in the Persian Gulf region. Approximately 300,000 Keralites worked there before Iraq's invasion of Kuwait sent many fleeing. Most remittances were channelled into non-productive investment and conspicuous consumption. Gulf-related events have left many Kerala migrants stranded or bankrupt, and those returning to a state with already high unemployment face severe reabsorption difficulties.

Eastern Region (American Consulate Calcutta)

In addition to the seven northeastern states and Sikkim, this region covers the states of West Bengal, Bihar, and Orissa. The small northeastern states have oil refineries and tea plantations. Bihar and Orissa possess rich mineral resources, including coal. West Bengal is a major industrial state. Orissa, Bihar, and West Bengal all have large public and private sector steel plants. Orissa and Bihar are also significant suppliers of unskilled migrant labor to the rest of the country. Total modern sector employment in the region is about 6.2 million.

West Bengal accounts for most of the labor disputes that affected this region during the reporting period--some 16 strikes and 211 cases of lockouts. The crisis-ridden jute industry reported the major share of person days lost. (At mid-year, 12 out of 59 jute mills were locked out, with over 45,000 persons out of work.) The State government has sought to take legal action to prevent illegal closures and default in payment of wages and taxes. Major disputes included strike and slowdown actions by Bihar State Electricity Board engineers and a strike by 9,000 Bata India (footwear) workers in West Bengal. In addition, several small and medium-scale units were either under lockout or facing closure. Like jute, several engineering enterprises also faced economic difficulties. In the northeast, person days lost in 1988 came to 19.8 million, compared to 34 million in the country at large.

Western Region (American Consulate Bombay)

This region covers the states of Maharashtra, Madhya Pradesh, Gujarat, Goa, and the union territory of Daman & Diu. Maharashtra has successfully promoted the growth of new industrial centers such as Nasik and Aurangabad. Similarly, Dewas near Indore in Madhya Pradesh and Bharuch and Surat in Gujarat have emerged as big industrial cities. Several technologically advanced industries have been established in these fast-growing areas. Ahmedabad, Baroda, Pune, Bombay, Indore, and Goa also are major industrial centers. Important regional ports are Bombay, Jawaharlal Nehru (a new port in Bombay), Kandla (Gujarat), and Marmagao (Goa). Modern sector employment in these states is about 7 million.

Two major disturbances occurred during the reporting period. A strike at TELCO (an automobile manufacturer) in Pune lasted several months and involved some 10,000 workers. A lockout at Hindustan Lever (a multinational consumer products company) lasted almost a year and involved 3,000 workers. Multinationals such as Johnson & Johnson (health products) and Colgate-Palmolive (consumer products) also experienced labor-related trouble, as did several small and medium-scale businesses. The region's total person days lost in 1988 came to 5.4 million--about 15.9 percent of the national figure.

Child labor abuse continues to be a problem in Gujarat and Maharashtra. According to a Gujarati vernacular daily, about 75,000 of the state's 400,000 diamond cutters are between the ages of 12 and 15. Some 80,000 other children are employed in hotels and restaurants.

APPENDIX I

EDUCATED JOB SEEKERS REGISTERED WITH EMPLOYMENT EXCHANGES
(Figures in Millions)

End of	Dec 1984	Dec 1985	Dec 1986	Dec 1987	June 1988	June 1989
Matriculates (High School Graduates)	6.4	7.3	8.0	9.4	9.7	9.7
Under Graduates	2.8	3.1	3.5	4.1	4.3	4.2
Graduates & Above	2.0	2.2	2.4	2.9	2.9	2.8
Total Educated Job seekers	11.2	12.6	13.9	16.4	16.8	16.7
Percent of Total Persons Registered	(50.8)	(53.6)	(52.9)	(54.6)	(54.6)	(55.8)
Total on Live Register	22.0	23.5	26.3	30.1	30.1	30.1

Note: According to a recent Parliamentary reply, the total number of job-seekers on the live register at the end of March 1990 is 33.5 million.

Source: Indian Labour Journals; & *Pocket Book of Labor Statistics, 1990*, Government of India

APPENDIX II

EMPLOYMENT IN THE ORGANIZED SECTOR (MODERN SECTOR)
(6-Year Pattern - In Millions)

	1984	1985	1986	1987	1988	1989[2]
Public Sector	16.9	17.3	17.6	18.0	18.3	18.5
Private Sector	7.3	7.3	7.4	7.3	7.4	7.5
Total	**24.2**	**24.6**	**25.1**	**25.3**	**25.7**	**26.0**

EMPLOYMENT BY CATEGORY IN THE PUBLIC SECTOR
(In Millions)

	1988	1989[3]	Percent 88/87
Central Govt. (Civil)	3.4	3.4	+0.2
State Govt.	6.8	6.9	+1.5
Quasi Govt. (Central)	3.4	3.5	+0.4
Quasi Govt. (State)	2.5	2.5	+1.3
Local Bodies	2.2	2.2	+1.2
Total	**18.3**	**18.5**	**+1.1**
Private Sector	7.4	7.5	+1.2
Total Employment in Organized Sector	**25.7**	**26.0**	**+1.1**

Source: Economic Survey of India, 1990; Annual Report of the Ministry of Labour 1989-90.

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[2]Provisional

[3]Provisional

APPENDIX III

EMPLOYMENT IN THE ORGANIZED SECTOR, BY INDUSTRY
Public Sector(End of March)
(Figures in '000)

Industries	1984	1985	1986	1987	1988[4]	1989[5]
Agriculture, Hunting etc.	489	498	526	557	554	
Mining & Quarrying	927	974	966	942	956	
Manufacturing	1717	1761	1815	1862	1867	
Electricity, Gas & Water etc.	733	760	785	789	849	
Construction	1120	1146	1181	1185	1214	
Wholesale & Retail Trade etc.	124	131	131	134	139	
Transport, Storage & Communications etc.	2864	2894	2929	2970	3011	
Services	8895	9106	9351	9585	9730	
Total Employment in Public Sector	**16869**	**17269**	**17683**	**18024**	**18330**	**18505**

(Appendix III continued on next page)

[4]Provisional

[5]Provisional

(Appendix III continued)

Private Sector (End of March)
(Figures in '000)

Industries	1984	1985	1986	1987	1988[6]	1989[7]
Agriculture, Hunting etc	819	807	822	848	844	
Mining & Quarrying	113	113	111	91	93	
Manufacturing	4473	4421	4448	4410	4395	
Electricity, Gas & Water etc.	39	39	40	40	41	
Construction	66	70	69	58	50	
Wholesale & Retail Trade etc.	276	277	277	277	283	
Transport, Storage & Communications etc.	57	54	54	52	51	
Services	1502	1528	1553	1588	1635	
Total Employment in Private Sector	**7345**	**7309**	**7373**	**7364**	**7391**	7478
Total Employment in Public Sector	**16869**	**17269**	**17683**	**18024**	**18320**	18505
Total Employment in Organized Sector	**24214**	**24578**	**25056**	**25388**	**25711**	25983[8]

Source: *Pocket Book of Labor Statistics (MOL) 1990* & Annual Report 1989-90, Ministry of Labor, Government of India (GOI)

[6]Provisional

[7]Provisional

[8]Industry-wise details for 1989 are not available.

APPENDIX IV

LITERACY-ILLITERACY 1951-1981 (Million Persons)

Years	No. of Literates	No. of Illiterates	Percent Literacy
1951	60.0	301	16.7
1961	105.0	334	24.0
1971	161.0	387	29.5
1981	239.0	425	36.0

LEVEL OF EDUCATION
NUMBERS OF PERSONS ENROLLED, IN MILLIONS

Year	Primary Level	Middle Level	Secondary Level	University Level (C)
Class	(I-V)	(VI-VIII)	(IX-XI)	
Age	6-11 Yrs	11-14 Yrs	14-17 Yrs.	
78/79	72.2	18.1	8.3	4.0
79/80	71.5	19.2	9.8	3.1
80/81	72.7	20.4	9.5	4.0
81/82	75.3	21.8	11.5	3.7
82/83	77.6	23.6	11.8	4.6
83/84	81.1	25.5	12.9	4.3
84/85	85.4	26.7	n/a	n/a
85/86	89.1	29.0	n/a	n/a
86/87	90.0	28.8	17.6	3.4
87/88	94.5	31.9	17.9[9]	3.9

Notes: Under the National Policy on Education, approved by Indian Parliament in 1986, a National Literacy Mission was set up in 1988. The Mission envisages imparting of functional literacy to 80 million illiterate adults (15-35 age group) -- 30 million by 1990 and an additional 50 million by 1995. The present national literacy rate is 39.5 percent.

On the 25th International Literacy Day celebrated on September 8, 1990, the Prime Minister announced the launching of a massive literacy drive to achieve complete literacy in the country by 2000 A.D. As part of this drive more than 100,000 volunteers are to be enrolled as literacy instructors. Several institutions have also launched mass mobilization program to eliminate illiteracy. About 11 million illiterates are expected to join the ranks of literates by the end of March 1991.

Source: Report of the Ministry of Education 1989/90

[9]As of September 1987

APPENDIX V

CLAIMED AND VERIFIED MEMBERSHIP OF TEN MAJOR CENTRAL TRADE UNION ORGANIZATIONS
As of December 1980

Name of Union	Claimed		Verified	
	No. of Unions	Membership (Million)	No. of Unions	Membership (Million)
Indian National Trade Union Congress (INTUC)	3,457	3.51 (4351)	1,604	2.24 (4.75)
Bharatiya Mazdoor Sangh (BMS)	1,725 (2353)	1.88 (3.35)	1,333	1.21
Hind Mazdoor Sabha (HMS)	1,122 (1481)	1.85 (2.84)	426	0.70
United Trades Union Congress (Lenin Sarini)	154	1.24	134	0.62
National Labor Organization (NLO)	249	0.41	172	0.25
National Front of Indian Trade Unions (NFITU)	166	0.53	80	0.09
Trade Unions Coordination Committee (TUCC)	182	2.72	65	0.12
United Trades Union Congress	618	0.61	175	0.17
All India Trade Union Congress (AITUC)	1,366	1.06	1,080	0.35
Center of Indian Trade Unions (CITU)	1,737 (2511)[10]	1.03 (1.6)[11]	1,474	0.33

[10]Claimed figures as of 1988.

[11]Claimed figures as of 1988.

NOTES:

(1) Figures in brackets indicate claimed strength as of December 1989.

(2) The AITUC & CITU refused to participate in the 1980 verification process, questioning its impartiality. Figures for AITUC and CITU are based on unilateral verification done by the Government of India on the basis of the records made available by the Registrars of Trade Unions in the various States. The West Bengal Government, however, refused to furnish information on trade union members in its State, where AITUC and CITU's membership is heavily concentrated. The verified membership figures, therefore, may not accurately reflect the strength of the AITUC and CITU.

(3) The Government is all set to carry out fresh verification of trade union membership later this year. The results of this are expected by February 1991. The verification would be done by secret ballot. Although INTUC has opposed the secret ballot method, a consensus has already been reached on this issue.

APPENDIX VI

AVERAGE ANNUAL EARNINGS OF FACTORY WORKERS(FIGURES IN RUPEES)

Industries	1978	1979	1980	1981	1982	1983[12]	1984[13]	1985[14]
Cotton Textiles	5,953	6,319	7,553	7,560	8,208	8,625	10,307	6,126
Wool, Silk & Synthetic Textiles	6,028	6,300	6,706	7,622	7,891	9,774	10,330	10,337
Jute Textiles, etc.	6,028	6,042	7,503	7,471	9,235	8,180	8,974	12,139
Textile Products	4,680	5,140	5,455	5,775	5,961	6,024	7,942	5,302
Wood Products	3,249	3,454	3,640	4,225	4,568	5,478	6,115	6,551
Paper Products Printing & Publishing, etc.	6,066	5,289	6,787	7,723	7,403	6,349	9,805	10,691
Leather Products	6,170	6,482	6,111	6,541	5,575	5,816	6,536	6,102
Rubber, Plastics Petroleum & Coal Products	5,943	6,040	3,849	6,608	6,726	5,434	9,467	9,378
Chemical Products	6,483	6,511	7,094	7,606	7,710	9,168	10,266	8,854
Non-metallic Mineral Products	4,070	4,374	8,517	5,316	5,643	6,729	7,328	8,027
Basic Metal & alloys	7,099	7,362	6,771	7,496	6,935	9,488	8,635	10,000
Metal Products	5,278	4,433	5,868	6,643	6,039	8,497	9,527	9,083
Electrical Machinery etc.	7,217	7,171	6,908	7,962	8,062	9,011	6,307	10,225
Other Machinery	6,502	6,811	7,767	7,962	7,863	10,012	11,204	11,772
Transport Equip.	6,900	7,518	8,558	9,231	8,353	10,450	11,794	
Electricity Gas & Steam Water Works & Supply	6,274	6,560	7,571	7,554	8,715	8,834	10,166	

Note: Figures up to 1983 relate to employees receiving wage/salary of less than Rs. 1,000 per month and for 1984 to those receiving less than Rs. 1,600 per month. Earnings include basic wages, cash allowances, annual bonus, etc.

Source: *Pocket Book of Labor Statistics 1990*, Government of India.

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[12]Provisional figures

[13]Provisional figures.

[14]Provisional figures.

APPENDIX VII

REPRESENTATIVE SAMPLE OF WAGE RATES FOR MAJOR INDUSTRIAL GROUPS
(Figures in Rupees)

Industry	Minimum Monthly Wages[15]	
	Unskilled	Skilled
Engineering (1986)[16]	969	1,025
Steel (1988)	1,550	1,900
Heavy Electric Equipment (1988)	1,575	N.A.
Zinc (1988)	1,350	N.A.
Auto (1986)[17]	1,250	1,660
Coal (1989)	1,573	2,517
Cement (1989)	1,444	N.A.

[15]Represents only the base wage and the cost of living allowance. Fringe benefits such as housing, medical, leave travel, bonus, etc., would account for an average 40-50 percent additional.

[16]Negotiation in the engineering industry is in progress and agreement has not yet been reached. The increase expected is between 10-15 percent of wages in this sector.

[17]The figure obtained is for Maruti Udyog Limited, a public-sector undertaking.

APPENDIX VIII

VARIOUS EMPLOYMENT GENERATION SCHEMES & ACHIEVEMENTS
(Figures in million person days)

Schemes	1986-87		1987-88		1988-89		Total
	T	A	T	A	T	A	
National Rural Employment Program (NREP)	275	395	363	370	343	395	1,060
Rural Landless Employment Guarantee Scheme (RLEGP)	236	119	268	304	260	296	719
TOTAL	**511**	**514**	**631**	**674**	**603**	**664**	**1,779**

JAWAHAR ROZGAR YOJANA[18]

1989-90[19]	
T	A
873.4	456.6

INTEGRATED RURAL DEVELOPMENT PROGRAM (IRDP)

	1987-88		1988-89		1989-90	
	T	A	T	A	T	A
Families benefited in millions	4.0	4.2	3.2	3.7	2.9	2.0

[18]In April 1989 a new employment generation program, Jawahar Rozgar Yojana, was launched. The National Rural Employment Program and the Rural Landless Employment Guarantee Program were merged into this new program.

[19]Provisional

(Appendix VIII contd.)

DISTRICT INDUSTRIAL CENTERS (DIC)

	1987-88	1988-89
Additional Employment Generated (In Millions)	1.18	1.28

During 1989-90 1.38 million additional employment is hoped to be generated by the DICs.

Training of Rural Youth for Self-Employment (TRYSEM)

Number of Rural Youth Trained for Self-Employment in Sixth Plan:

1981-82	201,972
1982-83	246,467
1983-84	206,111
1984-85	135,960
1985-86	56,508
1986-87	102,971
1987-88	196,701
1988-89	221,821
1989-90	69,136[20]

Source: Annual Reports of Ministry of Rural Development & Department of Industrial Development, Ministry of Industry.

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[20]Up to December 1989

APPENDIX IX

PERSON DAYS LOST DUE TO STRIKES AND LOCKOUTS 1985-1989

Year	No. of Disputes	No. of Workers Involved (000)	Person Days Lost (In Million)		
			Public	Private	Total
1985	1,716	1,079	3.20	26.04	29.37
1986	1,580	978	1.40	16.4	22.10
1987	1,517	1,436	3.04	24.35	27.39
1988	1,745	1,191	6.63	27.32	33.95
1989[21]	1,020	608	2.94	12.24	15.18

Source: *Indian Labor Year Book 1987; Pocket Book of Labor Statistics, 1990*, Government of India

APPENDIX X

GROWTH OF SMALL SCALE[22] INDUSTRIES

	1985/86	1986/87	1987/88	1988/89
Employment (Millions)	9.6	10.1	10.7	11.3
Output (Billion rupees)	6123	7225	8730	10687
Export (Billion rupees)	275.3	361.7	453.5[23]	N.A.
No. of units (Millions)	1.36	1.48	1.58	1.70

[21]Provisional

[22]The new industrial policy announced by the National Front Government has changed the definition of small scale business; the investment limit for small scale business has been raised from Rs. 3 million to Rs. 6 million. Due to this, many more businesses which were previously classified as medium would qualify for concessions given to small scale businesses. The Government's efforts are aimed at providing more employment. The above data clearly indicates the potential of the small scale businesses to generate additional employment.

[23]Provisional

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